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ABSTRACT

Contents of this annual report summarize the functions of the National Advisory Council on Vocational Education, list its 1976 meetings and its members, and present findings and recommendations from eleven council reports made during the year. The reports are as follows: (1) final report of the school-to-work project which produced a series of six guides that schools could follow in providing job placement services, (2) testimony on the Vocational Education Act before the House Subcommittee on Elementary, Secondary, and Vocational Education, (3) testimony on career education before the same committee, (4) a review of projects to identify exemplary strategies for elimination of sex bias in vocational education programs, (5) a national survey of planned articulation between secondary and postsecondary levels of instruction, (6) a review of the State Advisory Council annual evaluation reports with focus on eighteen specific issues, (7) an update of an earlier study on the impact of CETA (Comprehensive Employment and Training Act) on institutional vocational education, and (8) testimony on CETA oversight before the House Subcommittee on Manpower, Compensation, and Health Safety. (JT)

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National Advisory Council on Vocational Education

425 Thirteenth Street, N.W., Suite 412
Washington, D.C. 20004
(202) 376 8873

John W. Thiele, *Chairman*
Reginald E. Petty, *Executive Director*

1976 ANNUAL REPORT

March 31, 1977

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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This Report is submitted as part of the Annual Report of the U. S. Commissioner of Education as required by the General Education Provisions Act. The Council will make other periodic reports later in the year, under the provisions of the Vocational Education Amendments of 1976 (P.L. 94-482).

FUNCTIONS

The twenty-one Member, Presidentially appointed, Council was created by Act of October 16, 1968 (82 Stat.1066; 20 U.S.C.1244) to:

A. Advise the Commissioner of Education concerning the administration of, preparation of general regulations for, and operation of, vocational education programs supported with assistance under this Act;

B. Review the administration and operation of vocational education programs, including the effectiveness of such programs in meeting the purposes for which they are established and operated, make recommendations with respect thereto, and make reports of its findings and recommendations to the Secretary of Health, Education and Welfare for transmittal to the Congress; and,

C. Conduct independent evaluations of programs carried out under the Vocational Education Act and publish and distribute the results thereof, and review duplication of vocational education programs.

The Council was extended for five years under Title II of the Education Amendments of 1976 (P.L. 94-482), and given added duties and responsibilities.

Under P.L. 94-482, the Council is to advise the President, Congress, Secretary, and Commissioner concerning the administration and operation of programs under the Act (including budget requests), and the administration and operation of other pertinent laws affecting vocational education and manpower training.

It is to make such other reports or recommendations to the President, Congress, Secretary, Commissioner, or head of any other Federal department or agency as it may deem desirable. There is to be cross-representation between the National Advisory Council on Vocational Education and the National Commission for Manpower Policy, and each is to comment annually on the reports of the other group. The National Advisory Council, after consultation with the National Commission for Manpower Policy, is to identify the vocational education and employment and training needs of the Nation, and assess the extent to which vocational education, employment training, vocational rehabilitation, and other programs under this and related Acts represent a consistent, integrated, and coordinated approach to meeting such needs.

In addition, the National Advisory Council is mandated to provide technical assistance and leadership to State Advisory Councils established under the Act, in order to assist them in carrying out their responsibilities. P.L. 94-482 contains the following specific authorizations for appropriations for the National Advisory Council on Vocational Education:

$450,000 for Fiscal Year 1978;

$475,000 for Fiscal Year 1979; and,

$500,000 for each of Fiscal Years 1980 - 1982.

By law, the Council is made up of representatives from the following areas: labor and management, manpower programs, State or local vocational education administrations, educators experienced in dealing with the handicapped, persons familiar with the problems of the disadvantaged, persons familiar with the postsecondary and adult vocational education programs, and representatives of the general public.

The Council works closely with the State Advisory Councils on Vocational Education in the evaluation of vocational education programs, and maintains liaison with all departments and agencies involved in vocational education and job training, as well as labor organizations, private industry, and community groups.

1976 Meetings of the National Advisory Council on Vocational Education

January 15-16, 1976	Washington, D. C.
May 5, 1976	Washington, D. C.
May 6-7, 1976 (Joint Meeting with State Advisory Councils)	Washington, D. C.
June 9-10, 1976	Ohio State University
September 8-10, 1976	Washington, D. C.
October 10, 1976	Minneapolis, Minnesota
October 11-13, 1976 (Joint Meeting -- Bicentennial Conference on Vocational Education)	Minneapolis, Minnesota
December 6, 1976	Houston, Texas

1976 Council Committee/TaskForce Meetings

Research and Interagency Committees	March 18-19	- Washington, D.C.
Research Task Force	June 8	- Ohio State Univ.
Task Force on Native American Voc.Ed.	Nov.22-23	- Rapid City, S.D.
Task Force on Native American Voc.Ed.	Dec.15-16	- Albuquerque,N.Mex.

COUNCIL MEMBERS

1976

Mr. Frank Cannizzaro
Business Agent - Local 210
International Brotherhood of Teamsters
345 West 44th Street
New York, New York 10036

Mr. Preston C. Caruthers, President
Preston Construction Corporation
333 South Glebe Road, Suite 225
Arlington, Virginia 22204

Ms. Jo Ann Cullen, Coordinator
Distributive Education
Bucks County Technical School
Fairless Hills, Pennsylvania 19030

Dr. Marvin J. Feldman, President
Fashion Institute of Technology
227 West 27th Street
New York, New York 10001

Dr. Russell H. Graham, President
Coffeyville Community Junior College
Coffeyville, Kansas 67337

Ms. Caroline Hughes
1000 South Howerton
Cushing, Oklahoma 74023

Mr. Thomas A. Jackson, Director
Lancaster Vocational Center
Post Office Box 520
Lancaster, South Carolina 29720

Dr. Walter K. Kerr, President
Texas Industry Council for Career Education
Post Office Box 2
Tyler, Texas 75701

Ms. Virla R. Krotz
44 Monte Vista Road
Orinda, California 94563

Mr. Louis L. Levine
Deputy Chairman of the Board
Group Health, Incorporated
326 West 42nd Street
New York, New York 10036

Mr. Malcolm R. Lovell, Jr., President
Rubber Manufacturers Association
1901 Pennsylvania Avenue, N.W.
Washington, D. C. 20006

Dr. Duane R. Lund
Superintendent of Schools
Staples, Minnesota 56479

Mr. Donald N. McDowell
Executive Director
National FFA Foundation Sponsoring Committee
Post Office Box 5117
Madison, Wisconsin 53711

Mr. Warren W. Means
Post Office Box 1473
Bismarck, North Dakota 58501

Ms. Gwendolyn Newkirk, Chairman
Education and Family Resources
University of Nebraska
Lincoln, Nebraska

Dr. Robert B. Pamplin, Jr., President
R. B. Pamplin Corporation
Georgia-Pacific Building
Portland, Oregon 97204

Ms. Irene E. Portillo, Coordinator
Rio Hondo Community College
Whittier, California 90608

Honorable Roman Pucinski, Alderman
6200 North Milwaukee Avenue
Chicago, Illinois 60646

Mr. Roger Semerad, Vice President
American Retail Foundation
1616 H Street, N.W.
Washington, D. C. 20006

Mr. John W. Thiele, Director
Industrial & Community Relations
Whirlpool Corporation
Fort Smith, Arkansas 72901

Ms. Margo L. Thornley
15314 Beach Drive, N.E.
Seattle, Washington 98155

1976 Council Reports

February 1976	School-to-Work Project: Final Report
February 1976	Testimony Before House Subcommittee on Elementary, Secondary, and Vocational Education: Vocational Education Act
February 1976	Testimony Before House Subcommittee on Elementary, Secondary, and Vocational Education: Career Education
March 1976	NACVE Annual Report - 1975
April 1976	Exemplary Strategies for Elimination of Sex Bias in Vocational Education Programs
May 1976	Proceedings: NACVE/SACVE Joint Meeting
May 1976	Articulation Study
June 1976	Overview: Review of State Advisory Council Evaluation Reports
July 1976	Impact of CETA on Institutional Vocational Education -- An Update - 1976 (Contracted survey by the National League of Cities/U. S. Conference of Mayors)
September 1976	Outline Summary: Education Amendments of 1976, Title II
November 1976	Testimony Before House Subcommittee on Manpower, Compensation, and Health Safety: CETA Oversight

FINDINGS and RECOMMENDATIONS

School-to-Work Project: Final Report - February 1976

Based on its activities during the Project's first phase, the Project Team produced a series of six guides that schools could follow in attempting to provide job placement services. These guides covered the range of subjects related to school-based job placement. The titles of the six guides are:

New Perspectives on Placement

Placement Services and Activities: How They Operate

Students and Employers: How They Participate in The Program and How The Program Provides Services To Them

How to Plan and Operate Job Placement Services

Follow-Up and Follow-Through

Management Information

The content of the six guides subsequently served as a partial basis for the development of a curriculum during Phase II of the School-to-Work Project. The first Phase also reported the following findings:

- Schools were generally interested in providing job placement services for students. The schools need help, however, in establishing collaborative relationships with employers, unions, state employment services, and other agencies. They also require assistance in designing, proposing, and funding comprehensive placement programs.

- The key element in establishing a placement program is superintendent's support. With such support, a placement service can be established with a modest allocation of funds and staff.

- Many organizations help to obtain jobs for youth. Their work, however, would be far more efficient if it were coordinated by and integrated with the programs of schools. The schools have a unique ability to prepare young people, over a considerable period of time, for the school-to-work transition.

- School-based job placement, based on affirmative action, is one method of demonstrating to students that society is really interested in equality of employment opportunity.

- In school systems where explicitly structured placement programs operate, more students got jobs than before and they generally earned more money. These schools were also characterized by their increased efforts to implement career education programs.

Given these findings, the School-to-Work Project Team recommended national legislation, leadership, and communication to stimulate the spread of school-based job placement. Additional recommendations included training and retraining of placement specialists for the schools, development of placement skills courses for students, and the establishment of placement as a priority of career education. The Team also urged that technical assistance in school-based job placement be provided by government agencies.

The clearest programmatic recommendation asserted that placement services should have a distinct staff, clear set of objectives and activities, a designated budget, and methods of program accountability.

Vocational Education Act: Testimony Before House Subcommittee on Elementary, Secondary and Vocational Education - February 1976

In this testimony, the following recommendations were made:

Planning and Evaluation - The State Plan forces State officials to analyze needs, establish priorities, and allocate scarce resources. If it is to be fully effective, evaluation on a continuing basis must be a part of the process. The State planning process, and evaluation, should be strengthened. We recommend that reasonable sums out of Part B funds be set aside specifically for needs assessment and planning, and that additional funds be provided State Advisory Councils for their evaluations.

Administration - We recommend that federal funds for state administration of vocational education programs be on a matching basis. Specifically, we suggested it might be equitable to allow five percent straight federal funds, but to permit up to fifteen percent provided that any amount over five percent be matched with state funds.

State Advisory Councils - We recommend that the existing language of the law be strengthened to specifically spell out the independence of State Advisory Councils.

Data Collection - We recommend that Congress direct the National Center for Educational Statistics to develop a common set of definitions and a common data system for reporting all federally funded vocational programs. This should be done with the cooperation of Project Baseline, and groups such as North Carolina State University, which is involved in the study of data-need prioritization.

Research - In our previous testimony, we stated that Part C and other categories were expressly designed to meet special national concerns which had not been adequately dealt with by the states. We urge that Part C research programs be retained in the Office of Education, as presently provided under the Act. Because of this arrangement, vocational education research is strongly program-related, and the sharing of research funds with the states has resulted in many useful projects with both local and national impact.

Curriculum Development - The curriculum development needs of vocational education are concerned with specific job skills, especially in emerging new fields such as allied health professions and environmental technology. Other curriculum development projects dealing generally with career orientation do not meet vocational education needs. For this reason, we recommend that vocational education curriculum development be retained as a separate category, with distinct identity and increased funding.

Maintenance of Existing Programs - We recommend that new legislation emphasize Congressional intent that federal funds are to be used primarily for expansion and new programs, but should not totally forbid maintenance of existing programs. We suggest that whenever a state uses more than thirty percent of federal funds for maintaining existing programs, it must justify its decision in the State Plan.

Postsecondary Vocational Education - We do not approve of proposals which would separate vocational funding into two blocks. The distribution of funds between secondary and postsecondary programs should find its own level within each state. The distribution of these funds should be based on a needs assessment and effective planning. We recommend that the current fifteen percent set-aside for postsecondary programs should be increased to a minimum twenty-five percent, which reflects the current national average. Similarly, a twenty-five percent floor for secondary programs should be established so that possible enthusiasm for postsecondary programs would not eliminate secondary programs in any state. It is clear that postsecondary vocational programs are expanding. We believe that this is desirable when done on a planned basis. Our recommendation would permit funds for postsecondary programs to be set anywhere between twenty-five and seventy-five percent within each state, according to state needs.

Sole State Agency - We recommend that the sole state agency concept be retained. We believe that vocational education funds should be administered on the basis of purpose, which extends across various segments of the educational community, rather than on the basis of grade levels or institutional structure.

Job Placement - Job placement must be an integral part of vocational education. The 1972 Education Amendments require the Commissioner of Education to promote and encourage placement as part of the regular school program. We urge that similar language be added to the Vocational Education Act, and that each state's efforts in this area be addressed in the State Plan. All such programs should be developed in cooperation with the U. S. Employment Service.

Urban Vocational Education - With regard to the problems faced by urban school districts, we recommend that Congress enact a special program of crash funding of vocational education in urban areas, without reducing funds going to rural and suburban communities.

CETA - We believe the State Plan for Vocational Education can be an aid in fostering cooperation between vocational education and manpower programs. We recommend that the State Plan address -- in detail -- efforts of coordination with CETA prime sponsors and State Manpower Councils, their successes and failures, and reasons therefor.

New Programs and Techniques - New legislation should encourage the use of funds for development of accelerated courses, after-hours and weekend use of facilities, greater cooperative and work-study programs, and updating of obsolete courses. It should also encourage out-reach programs to locate drop-outs and the unemployed who need training and retraining. All of this must be done with full coordination of CETA to prevent duplication.

Sex Discrimination - Technical assistance should be provided by the Office of Education to State Directors of Vocational Education to eliminate sex stereotyping. The State Plan should explain in detail the affirmative action taken by the state to end sex discrimination in vocational education, and the results of such action.

Career Education: Testimony Before House Subcommittee on Elementary, Secondary, and Vocational Education - February 1976

A separate funding system should be maintained for career education and recognition should be given to the fact that career education and vocational education are not synonymous.

Federal funds for career education should be used by local school systems to pay the differential costs of career education such as specialized staff to involve community resources and personnel training.

Federal funds should be utilized by the states at their discretion, in terms of priorities for initiating and establishing career education in their school systems.

Any new legislation dealing with career education should be considered separately from the Vocational Education Act in order to keep clear the distinction between vocational and career education.

Most state boards of education have passed resolutions supporting career education, and many state legislatures have passed statutes recognizing career education as part of the state system. All of this has occurred without a federal law called career education. We believe that the approach of H.R. 11023 is consistent with this grassroots movement in that it offers federal assistance on a declining scale to integrate career education into the regular state education system.

While we generally approve the approach taken by the bill, we believe that certain specific provisions should be amended to permit greater flexibility by the states in designing their programs. Since career education is basically a grassroots development, there is a great deal of variance between the states in the design and implementation of their programs which we believe to be desirable. We recommend that the grade levels specified in Section 6(c)(1)(C) be looked upon as guidelines, rather than restrictions. Because of the difference in approach between states. some may find it more useful, for example, to include work experience below grade 11, or to extend exploration beyond grade 10.

We concur with the recommendation of the National Advisory Council on Career Education that the federal funding should not stop abruptly, but should continue for a few years at a lower level in recognition of the fact that some states are further along than others in the development of career education. We concur with the recommendation of the Council of Chief State School Officers that the phrase, "job awarenes," in Section 2 (Purpose), should be changed to the broader term, "career awareness."

With these minor changes to permit latitude on the part of the states in their various approaches to implementing career education, we believe H.R. 11023 offers a sound and constructive approach to providing federal support for career education.

Exemplary Strategies for Elimination of Sex Bias in Vocational Education Programs - April 1976

Vocational educators have become increasingly aware of the problem of sex stereotyping in their programs. In an effort to provide guidance, the National Advisory Council on Vocational Education has funded this project to review and analyze successful strategies to eliminate sex bias in vocational education.

Five basic approaches toward alleviating sex bias were identified from the review of relevant projects. They are:

- increasing career awareness
- recruitment to non-traditional training
- conferences to increase commitment, concern, and activities
- materials development
- materials review and revision.

These approaches were derived from an analysis of the goals and objectives of the projects. Projects utilizing a common approach usually had similar, overall strategies although they may have used different materials and

techniques. This report presents projects classified by their approach and a summary of their strategies.

Articulation Study - May 1976

While postsecondary programs with an advanced level of vocational instruction exist in nearly every state, there is planned articulation between secondary and postsecondary levels of instruction in slightly less than forty percent of states responding to the NACVE survey.

In those states which allow advanced placement or credit for students entering postsecondary programs, the majority of these states determine placement based upon criteria other than certification that the student has completed a secondary vocational program. Competency-based examination or other criteria determined by the postsecondary institutions are the most common mechanisms for granting credit or advanced placement. Articulation arrangements are generally determined by particular postsecondary institutions, rather than by state policy.

There is limited inter-state articulation between secondary institutions with secondary program completers and postsecondary institutions in approximately fifty percent of the responding states.

Articulation appears to occur most frequently in content areas where programs are provided in apprenticeable occupations, occupations requiring licensure or those which might be continued at the college or university level.

In sixty percent (30) of responding states there are institutional agreements which provide opportunity for students to receive advanced standing in apprenticeship programs.

In nearly fifty percent (22) of the states there is some form of statewide coordinating council or committee involving representatives from both secondary and postsecondary vocational education administration to address articulation issues.

While institutional title or designation differs among states, those with local coordinating councils (sixty percent) also attempt to include representation from both secondary and postsecondary institutions.

Effective articulation has been encouraged in some states through:

- resolution of state governance and institutional role definitions
- state-level activities, including staff development workshops, issue forums, and other agency involvement
- local-level activities, including cooperative development of sequential curriculum and competency examinations;

shared advisory committees, facilities, and staff; individualized instruction; and other supporting activities

- philosophies of commitment and cooperation.

Responding states identified numerous factors which prevent articulation, including:

- existing governance -- structure and policies
- lack of planning
- prevailing attitudes and philosophies
- lack of staff, facilities, and programs
- geography.

Based upon the findings and conclusions contained in the report, the National Advisory Council recommends:

To the Office of Education -- that as guidelines are developed to assist in preparing State Plans, priority consideration be given to identification of procedures which will promot articulation between levels of vocational instruction; and -- that research and development funds be expanded to develop and disseminate information on models for improving articulation procedures at the state and local levels.

To State Advisory Councils on Vocational Education -- that SACVEs examine articulation procedures in their respective states or territories in light of those factors which this report has identified as effective; and -- that SACVEs consider developing appropriate recommendations to their State Boards of Education regarding the advisability of implementing activities which promote articulation. (For example: involvement of both secondary and postsecondary administrators and faculty in cooperative staff development workshops, issue forums; sharing local service area advisory committees, facilities, and staff.)

Further, the Council lauds Congress for strengthening state planning procedures and anticipates that the states will be most responsive in developing procedures which will improve articulation between secondary and postsecondary vocational education.

Overview: Review of State Advisory Council Evaluation Reports - June 1976

1. Management of Vocational Education

Several kinds of management concerns, most of which relate to overall management issues, emerge from the reports. American Samoa's Council is concerned that there is no separate state agency for vocational education. Several Councils are concerned by the lack of comprehensive vocational legislation acts to serve as program "umbrellas." The Maryland Council calls for a thorough management review and improvement program for the state agency, with particular emphasis on fiscal management and management information systems. Other concerns relate to specific utilization factors; for example, Rhode Island and Alabama call for surveying existing school facilities to determine the feasibility of their conversion to vocational training, and Iowa sees scheduling as a significant factor in obtaining the maximum benefit from existing facilities.

2. State Plan

There is a general sense that State Plans are improving; some Councils already report that their plans are useful and significant documents of intended action. However, despite improvements in recent Plans, most Councils report that their Plans are primarily compliance documents with at best, limited utility for management information. It is clear from the Councils' overall concerns with data and planning inadequacies, that the State Plans, as they are now being produced, are not viewed as adequately serving the planning functions intended.

3. Coordination with Other Agencies

The Councils' concern for improved coordination with other state education agencies continued in 1975. For many, such as Illinois' and Ohio's, coordination with CETA programs has become the primary focus. Others, such as the New Jersey Council, assert that coordination is essential to create efficiency in the delivery of trained persons, especially in the face of limited financial resources and increasing client demand; the New Jersey Council notes both the crucial role of effective communications in securing coordination, and the exasperating effects of communication blocks. The North Carolina Council urges coordination to permit development of a comprehensive system of testing, counseling, job placement, follow-up, and support activities, with minimal service duplication.

4. Articulation

The primary articulation issue confronting those Councils which commented on this problem area is the relationship between existing and expanding secondary school programs on the one hand, and the relatively new post-secondary programs increasingly available through junior and community colleges on the other. These Councils were particularly concerned that participation in programs at one level permit credit and/or the satisfying of prerequisites at a more advanced level. (This concern has also been documented by the NACVE Articulation Study.)

5. Duplication

With demands for vocational programs frequently outrunning the capacity of existing facilities, few Councils noted any special problems of duplication, either at the secondary or post-secondary levels. Minnesota, however, reports that duplication of some programs has resulted in competition for students among institutions offering similar programs.

6. Funding

The overall level of funding available for vocational education appears consistently as a problem in the Council reports. Although most Councils report increases in state funding and in program offerings, there is a widespread conviction that sharply increased funding will be required to allow programs to keep pace with student demands and labor market needs. Typically, Idaho's Council reports that the lack of adequate funding is the major barrier to meeting that state's vocational education needs, although the Idaho legislature increased vocational education funds by 22% last year. Colorado's Council noted that while the State Plan goals were achieved, lack of adequate funds meant that "...persons who needed, wanted, and could benefit from vocational education were denied admittance." Many states called for increased federal and state funding for vocational education, though some indicated that they did not expect to get what was needed, at least during this period of financial stringencies. In view of the current situation, many Councils, such as Puerto Rico's, call for cost-effectiveness studies to ensure that available dollars go to the most productive programs. Utah and the District of Columbia were among the Councils calling for a more equitable distribution of funds between vocational and other education programs. Other Councils raised the issue of equity in the distribution of funds within the vocational education programs themselves; in general, the Councils expressed some disagreement with the internal program and population priorities determined by the state education agencies.

7. Public Image

A number of Councils recommended developing film, media material, and public information campaigns to increase awareness of the value and availability of vocational programs, and to maintain public awareness and support. A particular focus is the growing

need to inform adults of training and retraining opportunities. Groups with special needs--minorities, women, the disadvantaged, the disabled, etc.--have special information requirements. Some Councils have embarked on public awareness programs; North Dakota's Council has erected fifty billboards in that state to advocate vocational education opportunities. Other Councils research and quote survey results, as well as general impressions, to indicate that a great many people would like to know more about vocational education offerings. Public image campaigns are also being focused on employers to try to further an atmosphere of state responsiveness to identified labor market needs.

8. Career Education

There appears to be a remarkably strong, widespread perception that career education is the natural and necessary context for vocational education. The Council reports reflected little need to discuss the merits of career education; rather, many Councils call for increased funding and state leadership to accelerate its full implementation.

9. Access

Although a few Councils, such as Kentucky's, report significant increases in program offerings and enrollments, access to vocational education is the central issue for most Councils. Nearly all reported that the vocational education programs of their states are not extensive enough to fully meet the needs of their populations. For example, the Minnesota Council said that "...available information indicated that applicant demand for vocational education exceeds the existing capacity of the system by better than a two-to-one ratio." More specifically, according to the Councils, while the demand from traditional populations for programs is constantly growing, it is simultaneously being complemented by strong pressure for increased adult access to training and retraining. Vermont's entire report is devoted to the issue of access. Identifying component issues of transportation, scheduling of classes, coordination of school calendars, administrator effectiveness, etc., Wisconsin devotes its entire report to the issue of vocational programs for adults. The report points out that the adult demand for a wide variety of programs to be made available at various times of the day and in convenient locations may rapidly accelerate the need for non-traditional delivery systems. The New Hampshire Council is also among those calling for adult education to receive major emphasis and funding, with attention to the provision and coordination of community services that encourage and facilitate adult education programs. The Councils also recognize that restricted opportunities for vocational education continue to fall

most heavily on those special groups who, though they have the greatest need, have had least access in the past (although almost all Councils report that states have substantially improved both the quantity and quality of programs for special populations). North Dakota asserts that American Indians, those living in remote areas, and unemployed adults have inadequate access in that state; Texas notes the inadequate provision of vocational education to those in rural areas and inner city poverty pockets, women, and adults; and Massachusetts states that on the basis of research conclusions, it is emphatically clear that equal access does not exist for urban, minority, or female students.

10. Disadvantaged and Disabled Populations

With vocational education opportunities generally running behind student demand, the problems of the disadvantaged and disabled appear to lie primarily in the area of access. Although virtually every Council reports improvement in programs for this population, they also report to varying degrees continuing unmet needs resulting from such causes as lack of coordination, insufficient program planning, inadequate funding levels, and in some cases, inadequate programs. New York, for example, asserts the need for an overall plan and comprehensive activities, while American Samoa defines the problem as all-pervasive, since virtually its entire school population can be considered inherently disadvantaged. Several Councils call for follow-up studies to investigate the relationship of employment obtained to the training provided disadvantaged and disabled students.

11. Minorities and Women

Many Councils are concerned with the special problems that minorities and women share in gaining access to and using existing opportunities for vocational education. Most of these Councils identify recognition of the existence of the problem by state agencies as the foremost pressing issue. The implementation of significant outreach efforts to inform, attract, and facilitate the entry of those groups which are currently most under-represented in the various programs follows in importance. It is also recognized that this process will necessitate the modification of various procedures and materials. Georgia, for example, notes that vocational programs recruiting materials often reflect gender bias, and expresses its support for specific voluntary efforts to eliminate such biases.

12. Program Relevance

North Dakota's Council would appear to be speaking for most in its assertion that the increasing needs for adult training and

retraining, for exploratory programs in current and future occupational opportunities, and the ignorance of or inability to respond quickly enough to the shifting needs of the private sector, call for re-examining, adjusting, and perhaps substantially revamping large areas of vocational offerings. In short, the Councils see a close linkage between relevance and curricula flexibility; they strongly support a continuing interaction of local labor market analysis and program development. The Trust Territories Council is among several which discuss the progress in developing competency-based performance measures for occupational programs, to use as a standard of their relevance to real world needs.

13. Market and Manpower Data

Few Councils express any real sense of satisfaction with the present quality or general availability of labor market supply and demand data for planning, management, or evaluation of vocational programs. The data collection and supply mechanisms generally available are usually embryonic at best; yet many Councils comment on the importance of such data systems, and in cases where specific states have systems on their drawing boards, the Councils encourage their implementation. In particular, the relationship between this data and program development is emphasized. For example, Kentucky asserts that the development of a sound, reliable and timely data base at the local level is critical for decision-making that will achieve goals such as relevancy and accountability. Most Councils commenting on the issue focus their concern on the gap between what is needed and what is available with an eye toward helping the state develop ideas and resources more quickly. Arizona notes the need for federal funding to help foster state and local efforts in this area.

14. Job Placement

Ohio is among the Councils that call for state-wide intensified efforts to create school-based placement efforts, citing the National Advisory Council's School-to-Work Project as having provided useful input and guidance for state consideration. Although there was general satisfaction with the percentages of graduates employed, there appears to be a growing concern among the Councils about the overlap between the occupations for which vocational program graduates are prepared, and the actual employment they find. The almost universal lack of student follow-up data makes this concern especially difficult to either document or dismiss. Many of the states commenting on this issue assert a significant need for realignment of guidance and counseling efforts in order to appropriately and effectively institute placement efforts.

15. Guidance and Counseling

Representatively, California's Council asserts that career guidance and counseling services are still organized and delivered by outmoded, traditional techniques, while Wisconsin's Council reports on indications that few students receive any form of school-provided vocational counseling prior to enrolling in their courses of instruction, and that few adults know where to go for guidance. Most Councils seem to support these views and call for the expansion and improvement of vocational guidance and counseling as a prerequisite to: (1) successful, comprehensive career education in general, (2) program selection that "fits" the student, and of course, (3) successful job placement upon graduation. As part of this effort, several Councils call specifically for counselors with extensive work experience and knowledge of the "world of work", who can serve as effective school-employer liaisons.

16. Professional Development

Teacher training and the shortage of appropriately trained vocational instructors with significant work experience is a recurring theme in the Council reports. Kansas, for example, is among those Councils that feel that there are great and ignored needs for professional development, especially to re-orient counselors for career guidance and placement effectiveness. Iowa's Council calls for both systematic evaluation of individual teacher skills, and as a follow-up, in-service training to address specific, individual needs. In general, the Councils would like to see a greater emphasis on competency-based certification, either in place of, or as a supplement to academic certification, and a greater proportion of instructors teaching in their areas of major specialization. The Iowa Council expresses an additional concern for high priority in-service training and workshops to help instructional personnel develop and implement programs for the individualization of instruction.

17. Local Advisory Committees

There is general agreement among the Councils that for a wide variety of reasons, local advisory committees are important, valuable, and necessary to the maintenance and growth of quality, relevant vocational programs. In Kentucky, for example, the local committees held forums, provided advice to the Council on local concerns, gathered information on public opinion, and submitted reports to the Council. Although few states were taking adequate advantage of this educational resource, a number of Councils report that they are taking increasing initiative themselves to actively foster the wider use and increased rate of formation of such groups.

18. Student Organizations

Several Councils call for continued attention to the value and importance of student and youth organizations and the role they can play in strengthening vocational programs. These Councils want to see more support, encouragement, and opportunity given to these groups so as to provide them with significant opportunities for leadership and policy input.

Impact of CETA on Institutional Vocational Education -- An Update, 1976 (Survey by National League of Cities/U.S. Conference of Mayors) - July 1976

The purpose of this report is to update the findings of The Impact of CETA on Institutional Vocational Education in order to measure any changes that occurred since CETA's implementation. We had hoped that in the process of surveying prime sponsors, some good examples of CETA/vocational education cooperation would emerge. The responses, however, did not point to specific mechanisms used to improve coordination at the local level.

The results of this study indicate that no major increases in the funding of vocational education slots and enrollees occurred in FY 1976. High unemployment rates and the generally bad state of the economy are responsible partially for the lack of increased prime sponsor funding of vocational education activities. In addition, philosophical differences still need to be rectified before large increases in funding take place.

Prime sponsors must provide skill training and job placement to the hard core unemployed. These individuals are economically disadvantaged and usually require assistance with social problems ranging from medical to legal assistance. The prime sponsor, therefore, must meet the needs of its local clientele and, in addition, must respond to the needs of its local labor market. Prime sponsors must be able to place enrollees into an open entry/open exit system. The emphasis is strictly on direct skill training and ultimately on job placement. The certification of teachers is not a requirement. Prime sponsor philosophy is that it is more important for an instructor to be able to relate to the economically disadvantaged than to be certified. Therefore, instructors often come directly from the professions being taught. The vocational education system traditionally has supported long-range skill training programs which function on a closed school year system, and are taught by certified teachers. Enrollees are taught how to function in the world of work in addition to being given direct skill training.

CETA allows prime sponsors to choose which local service delivery agencies can provide the best and most efficient services in meeting local goals. The vocational education system is a function of the state and is only one of a variety of service deliverers available to prime sponsors. Others include proprietary institutions, community based organizations, private industry, etc. Increased funding of the institutions within the vocational education system will be come a reality only through prime sponsors' positive evaluation of performance.

Turf protection still remains a coordination problem. This problem is difficult in that it exists at the federal as well as the local level. The Department of Health, Education and Welfare and the Department of Labor must work together to coordinate the activities funded by their respective agencies. In particular, communication between agency officials should be routine practice. Rules and regulations for related program activities should be coordinated. Program data should be drawn from the same sources. Planning cycles for related activities should be coordinated or at least responsiye to program activities of each other.

At the state and local level, MDTA must be forgotten. The vocational education system must accept CETA as the replacement for MDTA and work to satisfy the goals of CETA. The prime sponsor, in turn, should recognize the vocational education system's long history in skill training, a history that can be a valuable local resource in meeting optimum goals.

States have control over the allocation of the five percent funds. There is no provision in the CETA rules and regulations for ensuring equity in a state's distribution formula. Once the funds are allocated, the state then negotiates a non-financial agreement with the prime sponsor, a cumbersome and complicated procedure. In the new FY 1977 rules and regulations, the Governor has been given even more control over the five percent funds because he or she can award the funds to an institution of his or her choice if a prime sponsor and the state cannot come to agreement on a non-financial agreement. This is significant in that the Governor is not an uninterested party in the negotiating process, and because it takes away from the prime sponsor flexibility intended by CETA.

The five percent vocational education funds should be used for meeting local goals through cooperative planning. All too often they have become a source of divisiveness, with interested parties arguing over whose money it is, and the allowable uses for the funds. Perhaps time will solve the turf protection problem. Already, in FY 1976, prime sponsors indicated improved working relationships with those institutions that provide vocational education in their respective communities. To further that cause, increased dialogue and the willingness to be flexible are essential elements. Participation in each other's planning and advisory councils is one important forum for interchange. The needs of the local target groups always should remain the prime consideration for planning activities rather than political turf protection.

CETA Oversight: Testimony Before House Subcommittee on Manpower, Compensation, and Health Safety - November 1976

The new Vocational Education Amendments go a long way in spelling out clear guidelines and mandates -- in the area of planning, data, and cooperation -- to bring about the kind of coordination which must take place between vocational education and manpower training programs if each is to operate at its optimum potential. We urge that the CETA Amendments reflect the same spirit of cooperation.

The purpose of the CETA legislation is to provide flexibility, and to allow each prime sponsor to deal with its own unique situation, as it sees fit. Where communication and cooperation are taking place, results are happening which further the mutual goals of the various agencies involved. Cooperation and coordination can provide a great deal more flexibility than

a closed-mind approach which requires that each agency try to "go it alone." Prime sponsors must be careful not to strap themselves into a straight-jacket in the name of flexibility. A great deal more true flexibility is open to them if they make use of existing facilities and resources.

Indications are, based on our experience and knowledge, and the studies commissioned with the National League of Cities/U. S. Conference of Mayors, that the five percent vocational education funds under CETA should be continued. Each prime sponsor must deal with the situation in its own way. The resources are there. The keys to maximum utilization of those resources are communication, negotiation, and cooperation. Much of the original suspicion, resentment, and misunderstanding is just beginning to be disspelled. The five percent money should now begin to yield results.